

Report on the Consultancy Services to Develop a Project on SPS and Trade Facilitation

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1. Introduction

The Terms of Reference (ToR) for the consultancy services are attached in Annex 1. This report is Output (d) "Short written report of work carried out as outlined above, including a list of documents consulted, stakeholders met, etc." The sections of the report show how items (a) to (g) of the ToR were addressed. Observations are also provided.

2. Review of Country Reports

Country reports had been requested by the COMESA Secretariat from 7 countries. The consultant was not involved in the selection of the countries or the focus commodities, nor in the drafting of the guidelines for the content of the reports. Countries had been requested to send the reports to the Secretariat by 31st March 2013. The reports were received by the consultant as follows:

15 April 2013	Uganda (part) Zimbabwe
2 May 2013	Egypt (first draft) Uganda (2 further parts) Malawi Sudan
13 May 2013	Kenya (plus additional data) Zimbabwe (updated version) Zambia
22 May 2013	Egypt (updated version)

A draft summary of the country reports was sent to the COMESA Secretariat on 17 May 2013, and a final version on 20 May 2013, together with the PPT presentation.

The country reports were of very mixed quality, some having a fair amount of detail, others with very little. All of them were largely from a public sector standpoint, so the problems and challenges identified were mainly about running a regulatory body, and the inadequate capacity of the private sector to comply with regulations. There was little emphasis on the reduction of non-tariff barriers or trade facilitation, so the reports did not provide as much material for the preparation of the proposal as had been intended.

The summary of the reports, which was distributed at the workshop, is provided in Annex 2.

3. Stakeholder workshop in Nairobi

The consultant took part in the workshop in Nairobi, Kenya, 21-23 May 2013, organized by the COMESA Secretariat. Four presentations were made:

- A summary of preliminary findings and conclusions from the country studies
- Two presentations on the scope of a proposed project and development of the project logical framework
- A presentation on the proposed next steps in developing the project.

The presentations are attached in Annex 3. The consultant facilitated the workshop from mid-morning on 22nd until closure on 23rd.

A number of issues emerged at the workshop, which had to be taken into account in developing the project.

There is still need for work on how the COMESA Green Pass Scheme would operate in practice. The FAO legal study indicates that if implemented as presented in the COMESA SPS regulations, Member States might well be in contravention of their obligations under the International Plant Protection Convention. Thus the SPS regulations might need revising. Some participants also suggested that the scheme appears administratively complicated, and could create a barrier to trade. Other participants envisaged the scheme as a mutual recognition mechanism that could facilitate trade. Thus developing a proposal specifically to pilot the Green Pass is not yet practicable. It is recommended that a feasibility study be conducted, including proposed actions to implement the scheme in incremental steps, so that lessons can be learned and the scheme modified in the light of experience. The current proposal has been designed in this context, so that the activities will contribute to the process of developing the Green Pass Scheme, but do not, at this stage, constitute a pilot of the scheme itself.

While there is great interest in trade facilitation as a way of increasing exports, there is less interest in finding ways to facilitate imports. Thus during the workshop this issue was addressed by requesting countries to identify, of the products that countries wished to export, the ones for which they would be comfortable facilitating additional imports.

Regulatory agencies in the region have developed considerably in recent years, assisted by the efforts led by COMESA, EAC and others to harmonise standards regionally. However, some tendency is noted, as has been observed in other parts of the world where regulatory agencies are establishing themselves, for agencies' activities to be related to "rentseeking" rather than risk management (see chapter by van der Meer & Ignacio in McLinden *et al.* 2011). This poses a constraint to efforts to reduce non-tariff barriers, and represents a risk to the proposed project. The topic of Regulatory Impact Assessment has thus been introduced to the project activities, as a step towards counteracting this tendency.

It also became apparent at the workshop that there is little baseline data on the actual costs or trade inhibitory effect of technical measures in particular, rather than non-tariff measures in general. The presentation by EAGC showed some data indicating border costs, and similar data has been collected in other "border operations assessments" as a basis for large trade facilitation efforts focusing especially on infrastructure development. But although there is plenty of anecdotal evidence that SPS and TBT measures are causing NTBs, as well as the many reports of such in the Tripartite NTBs reporting mechanism

(www.tradebarriers.org), it is not clear what they cost to traders. Thus the proposed project again addresses this area, and uses a phased approach, with phase 2 dependent on phase 1 having collected the necessary baseline data. Collecting this information is also seen as a way of promoting self assessment by regulatory agencies, as an essential step in improving their efficiency and performance.

4. Consultations

The terms of reference required the consultant to consult with various stakeholders. To assist interactions with the participants from the 7 countries after the workshop, a country contact person was identified and requested to coordinate the provision of information and feedback from their country.

The following e-mails were sent to the country contact points.

27 May 2013 Individual e-mails requesting specific information needed for the proposal as described during the workshop

1 June 2013 Draft logframe, consolidated problem tree, and notes/ideas on the project proposal. (Also circulated to all workshop participants on 4 June 2013).

15 June 2013 Draft of the proposal (to all workshop participants)

17 June 2013 Draft of full proposal including work plan, budget (to all workshop participants)

There was additional e-mail correspondence with individual country contacts on specific items.

No budget was available for travel, so face-to-face consultations were restricted to people in Nairobi. The table below shows the people contacted.

Name	Organisation
Gerald Masila	Eastern Africa Grain Council
Hellen Natu	Eastern Africa Grain Council
Theo Lyimo	TradeMark East Africa
Jeffery Austin	USAID, East Africa
Christine Strossman	Director, FAS Office of Capacity Building & Development, Trade and Scientific Capacity Building Division, USDA
Esther Muchiri	Coordinator, East Africa Pest Information Committee
Moustapha Magumu (by e-mail)	First Secretary, Advisor (Agriculture, SPS & Public Health), European Delegation to the African Union
Washington Otieno	CABI Africa (former consultant at IPPC, STDF Working Group Member)

5. Documents Reviewed

Many documents were reviewed; see Annex 4. Soft copies of all the documents listed are available on request.

6. Proposal Development

A proposal was developed based on the workshop outcomes, discussion with various stakeholders, and a review and analysis of various documents. The proposal was written using the STDF template, following the guidance notes, and addressing the following points under ToR (f).

- a. Recommendations on project implementation.** As a regional project, it should be managed by the COMESA Secretariat, or such organization as COMESA wishes to nominate. For its size the project will be relatively demanding to manage, as there are seven countries participating with multiple activities in each. Thus the role of the national coordinator in each country will be critical. It is assumed that Member States involved will nominate the organization and individual, and allow them to spend the necessary time the project will demand. This is treated as an in kind contribution in the budget.

It is recommended that a Steering Committee is formed to manage the project, principally comprising the national coordinators, but also include some other stakeholders, particularly the private sector. The Steering Committee is projected to meet every 6 months.

A 2-phase approach to the project has been proposed, because there is relatively little baseline information available, so collecting such information is a key early activity. A workshop at the beginning of Q3 will review the outcomes, and recommend any revisions to the M&E plan (indicators in the logical framework). The Steering Committee will sit immediately following the workshop to decide on any changes recommended by the workshop. While it is envisaged that the data collected will provide strong evidence for the continuation of the project, it must be recognized that one option will be to end the project after Phase 1.

- b. Detailed budget.** The budget has been prepared as required, again using the format stipulated by STDF. The budget has been provided as an Excel spreadsheet, allowing COMESA the option to adjust as necessary. The spreadsheet uses unit costs listed at the bottom of the budget, so if COMESA wishes to adjust them, the formulae in the spreadsheet will automatically recalculate the totals. Changing the number of units requires editing the particular cell in the spreadsheet.

The budget totals have been separated into those for Phase 1 and for Phase 2. It is assumed that a funder would commit to funding Phase 1, but funds for Phase 2 would be committed on the basis of the outcomes of Phase 1.

Suggested in-kind contributions have been shown in the budget, mainly by the countries, but also by COMESA. To save costs, it is assumed that COMESA facilities will be used for workshops as far as possible.

Discussions with donors was not possible in the time available, but the following are possible sources of funding for further investigation. It is envisaged that the most fruitful approach would be to seek co-funding for specific activities rather than for the full project. Co-funding would either reduce the cost to the main donor, or allow the activity to be extended at no cost to the main donor (this is the recommended approach).

TradeMark East Africa. Funding has already been provided for SPS agencies' laboratories and equipment at OSBPs. If there are specific needs at the OSBPs that have been overlooked, TradeMark might be willing to consider such a request. They should also be expected to fund their own involvement in any project activities to which they are invited.

TradeMark Southern Africa. TMSA has already funded some risk-analysis work in relation to COMESA exports to South Africa, and they might be willing to fund project activities to give them wider application – for example by funding participation of more countries, or participants from the other Tripartite RECs. They should also be expected to fund their own involvement in project activities.

African Development Bank. AfDB has previously supported SPS work at COMESA, and discussions have been ongoing between the two organisations. However, a new fund was launched in 2012, the Africa Trade Fund, which is envisaged as a multi-donor fund aiming to mobilise around \$30 million. The fund has 4 pillars, the first of which is relevant:

“Pillar I: Improving trade facilitation in RMCs and RECs. The Fund will leverage technical assistance and capacity building. This will support implementation of RMCs and RECs Trade Action Plans, especially in the corridors and Fragile States. It will facilitate consultations related to removing particular bottlenecks at borders to reduce wait-times and improve safety and security. This could be done with border agencies in specific countries or regions to streamline border processes and reduce costs; modernize customs, and upgrade logistics. However, during this period, the Fund will focus on selected corridors and will prioritize pipeline of projects to maximise impact. The expected outcome is improved trade facilitation and corridor development in RMCs and RECs. This will lead to an enabling business environment, including significant reduction in transaction costs, free and timely movement of goods and people, enhanced transparency of laws, regulations, procedures, and reforms.”

World Bank Trade Facilitation Facility. The TFF is a multi-donor trust fund launched in April 2009 to help developing countries improve their trade facilitation systems and reduce trade costs. It is designed to respond to government requests for assistance in improving infrastructure, institutions, services, policies, procedures, and market-oriented regulatory systems that enable firms to conduct international trade on time and at lower costs. It thus appears appropriate for the subject of this proposal. In 2011 the TFF funded an \$800,000 project to help the COMESA Secretariat and Member States build capacity to conduct Time Release Studies, so there should be experience at the Secretariat in applying for such funds.

UNDP African Facility for Inclusive Markets. AFIM already has a collaboration with COMESA, but might be interested in funding activities on specific value chains. The fund provides catalytic funding for developing regional value chains, so is relevant to

the topic of the current proposal. Applicants must be in COMESA countries in Southern Africa (or South Africa itself). The 2013 deadline was 15 April.

US Trade Hubs. The South Africa Trade Hub (SATH) and the East Africa Hub (succeeding the COMEPTE programme) are possible partners in some activities. COMPETE funded the rice PRA that one of the activities in this proposal is modeled on, so might be willing to co-fund Activity 2.1 or others. Similarly SATH might be interested in co-funding some activities such as the Regulatory Impact Assessment training, having already considered the role of RIA in the sub-region.

- c. Logical framework.** A concise logical framework has been provided. The text of the proposal elaborates on the narrative, indicators and risks.
- d. Work plan.** A work plan and calendar for implementation of the resulting project has been included as a spreadsheet in the same file as the budget. Activities are scheduled on a quarterly basis as in the STDF guidelines. A start date of 1 January 2014 is proposed although this could be changed.
- e. Challenges and risks.** Risks have been identified in the logical framework and expanded on in the proposal. The main risk is related to the successful completion of Phase 1, without which Phase 2 would be hard to justify.
- f. Letters of support.** As a COMESA project it is appropriate for the COMESA secretariat to officially request these. At the workshop it was pointed out to participants that these would be necessary, and the country contacts were encouraged to engage their ministry officials to garner support for the proposal. A draft flyer was prepared to assist with promoting the proposal within the participating countries (attached in Annex 5).

A first draft of the proposal was submitted on 15 June 2013, and a complete draft including budget and workplan on 18 June 2013.

Based on comments from the COMESA Secretariat and participating countries, a revised proposal was submitted on 25 June 2013.

Annexes

- 1. Terms of Reference**
- 2. Summary of Country Reports**
- 3. Workshop PowerPoint Presentations**
- 4. Documents Reviewed**
- 5. Draft Flyer**

Annex 1: Terms of reference

Description of tasks

Under the overall supervision of the COMESA Secretariat, and in close collaboration with the various stakeholders involved, CABI shall develop a project proposal focused on facilitating intra-regional trade in selected food and feed products among selected COMESA members. In particular, CABI shall accomplish the following tasks:

- g.* Identify and review relevant documents, studies, projects and assessments focused on intra-regional trade in COMESA, and in particular in the selected food and feed products among the selected countries. This includes a review of the country reports, to be submitted by the COMESA Secretariat on or before **6 May 2013**. A bibliography of documents consulted should be compiled and, wherever possible, electronic copies of SPS-related documents should be provided to the COMESA Secretariat and to the STDF Secretariat (for inclusion in the STDF Virtual Library).
- h.* Actively consult with the SPS and TBT experts in the countries concerned, and with the representatives of other international/regional and private sector organizations involved, in order to incorporate their views, experiences and insights into the project proposal.
- i.* Actively consult donors and development partners to take stock of relevant completed, ongoing and/or planned projects and initiatives related to trade facilitation in the COMESA and Tri-Partite area, and explore: (i) possible synergies and linkages with these activities; and (ii) opportunities to obtain donor funding for all or part of the project to be developed.
- j.* Participate in the stakeholder workshop in Nairobi, Kenya, on **21-23 May 2013**, make presentations on: (i) the preliminary findings and conclusions following initial desk research and consultations; and (ii) project development issues (including logical frameworks), and generally provide technical advice and act as a resource person.
- k.* On the basis of the aforementioned review and analysis, develop and submit to the COMESA Secretariat by **17 June 2013** a first draft of the project proposal to facilitate intra-regional trade in the selected products between the selected countries, taking stock of existing government and donor-supported initiatives and promotes coordination and synergies between the stakeholders involved.

The project proposal should be developed in accordance with the STDF Project Grant Application Form and STDF Guidance Note for Applicants.¹ In particular, the proposal shall:

- a. consider, following close consultation with the stakeholders concerned, possible options for the implementation of the resulting project, and make recommendations in this regard.
- b. make a detailed estimate of the budget required to implement the project resulting project and discuss and identify opportunities to obtain national government and/or donor funds to implement all or parts of this project.

¹ See <http://www.standardsfacility.org/en/FDPGs.htm>

- c. Include a clear logical framework, work plan and calendar for implementation of the resulting project.
 - d. Identify potential challenges and risks which may be encountered in the implementation of the project, and propose potential risk mitigation options in order to enhance the sustainability of results.
 - e. Include letters of support for the project from relevant institutions.
- l.* Based on further comments and suggestions received by the COMESA Secretariat on or before **5 July 2013**, revise the draft project proposal where appropriate.
- m.* Submit the final project proposal to the COMESA Secretariat by **12 July 2013**, including a written report describing the activities implemented, the results achieved, and the key stakeholders who were actively involved and/or consulted. It should also attach copies of relevant documents produced under the PPG.

Outputs

- a) At least two presentations at the workshop on 21-23 May in Nairobi, Kenya.
- b) Draft project proposal (submitted by 17 June)
- c) Final project proposal (submitted by 12 July)
- d) Short written report of work carried out as outlined above, including a list of documents consulted, stakeholders met, etc.

Location

Home-based (Nairobi)

Consultancy fee

The consultant will be paid **USD 700** per day.

Duration

The tasks require a total of up to 60 days to be completed (including proposal and report writing) and will be carried out between May and July 2013.

Annex 2. Summary of Country Reports

The following countries and food products had been selected:

- Uganda, Kenya, Sudan, Egypt - milk, fish, beef (including products)
- Zambia, Zimbabwe, Malawi - maize grain and meal

For the respective products, countries were requested to provide detailed information on:

- Volume and value of official and - where possible - unofficial regional trade flows in the selected commodities;
- The relevant food safety, animal and/or plant health measures, as well as the procedures to check and ensure the fulfilment of these measures, that apply to the import and export of the selected commodities;
- The role and functions of the different government organizations (food safety/quality, animal and plant health agencies, customs, others) in the implementation of these measures and procedures at and behind the border, including an assessment of the level of collaboration between the various organizations;
- If - and how - information is communicated in advance of the arrival of commercial consignments of the selected commodities (imports and exports);
- The main reasons for detections/rejections of the selected commodities at the border;
- Any other official documents that are required to process imports and exports of the selected commodities (i.e. mandatory requirements related to quality issues);
- The role of the private sector, if any, in the implementation of SPS controls for the selected commodities (transport of samples, lab testing, etc.)
- The main challenges that are faced by the country with regard to implementing SPS controls for the selected - and other food and agricultural – commodities

The following pages provide information extracted and summarised from the submitted reports. Information has not been amended or supplemented, so blanks indicate no information was provided in the report.

Uganda

Item	Information	
A. Trade	Fish imports Beef imports Milk imports Fish exports Beef exports Milk exports Maize exports	Data reported to be lacking 100,000t to premium mkts. 100,000+t dried to regional mkts. 300,000t traded locally. Total exports >\$100m (2012). Regional sales increasing. Much illicit trade. <\$1m (mainly COMESA, esp DRC). \$16m (COMESA & SA; mainly Kenya). UHT and powder \$16m to COMESA
B. SPS Measures	Regulatory framework International standards National standards Procedures	Fish (quality assurance) rules 2008; SOPs for inspections. Plant protection & health bill, 2011. Plant & seeds Act 2006. Animal diseases act 2006. Acts for animal welfare, cattle traders, hides and skins trade, straying animals, public health, veterinary surgeons, drug policy. Use OIE Aquatic Health Code for fish Milk: 30 standards (incl. from CODEX, ISO, EAS) on product specification and assessment procedures. Meat: 6 standards covering: Grading carcasses. Butchery hygiene. Canned corned beef. Abattoir design & operation. Labelling packaged foods. Packed meat hygiene. Maize: 2 standards on sampling and moisture content. Inspections along fish VC. DFR certifies products and facilities. Inspections by CA of animals and products, export production facilities. Designated livestock markets, vet in attendance. Designated stock routes. Gazetted ports must be used. Animals quarantined 21-30 days.
C. Detections & rejections	Reasons (imports) Reasons (exports)	Expired, altered, missing documentation. Failure to comply with import conditions. Inspections (visual, lab tests) detect non-compliance. EU fish rejections 1990s (Salmonella, cholera, pesticides).
D. Documentation	Required Advance	International trade licence. Application for UBS import clearance also needs packing list, customs document, invoice, bill of lading/airway bill, any others required by UBS such as test certificate from country of origin. For exports, import permit from destination. Import permits and export certification from CA. For Dairy, DDA requires DDA license, certificate of analysis from origin, no objection certificate from Ministry, certificate of origin, distribution plan UBS import clearance certificate on arrival or in advance. Import/export permits from CA can be in advance.
E. Roles	Public Private Collaboration	UNBS. NEMA. Min Health. MAAIF. NDA. Local Govt. Dairy dev't authority. Fragmented, multi-agency food safety system. No single lead. DFR CA for fisheries. VC actors to implement measures and comply with regulations. Good husbandry, animal identification & traceability, good hygiene practices, lab testing. Involvement in standards development Weak linkages in food safety system. Industry collaborates in

		standard setting/revision
F. Challenges	Legislation	Weak/out of date legislation, regulations. No regional standards (fish).
	Information	Limited data on regional trade (fish). Lack of information and communication between inspectors. Lack of documentation.
	Personnel	Insufficient staff. Inspectors' level of training. Awareness of VC actors
	Facilities	Inadequate along VC. Regulators' lab facilities, equipment.
	Running costs	Transport for inspectors.
	Systems	Cumbersome administrative systems. Fragmented food safety system.

Zimbabwe

Item	Information	
A. Trade	Beef imports Milk imports Maize imports Beef exports Milk exports Maize exports	16,000mt processed meats 53,000mt dairy (UHT and powdered milk, milk products)
B. SPS Measures	International standards National standards Regulatory framework Procedures	Use OIE and CODEX 30 commodity specific and subject regulations, based on CODEX. Inspections of imports and exports. Animal quarantine where necessary. ZIMRA implements border controls on behalf of other agencies, checks documents. Surveillance by DVS.
C. Detections & rejections	Reasons (imports) Reasons (exports)	Expired, altered, missing, false documentation including pre-shipment certification. Products unsuitable for human consumption.
D. Documentation	Required Advance	Control of Goods Act permit (exports and imports) from Min of Ag. Min of Industry gives permits for manufactured foods (eg cooking oil) and goods. Veterinary release certificate once import cleared. Infant formulae labels must be in 3 official languages. Not at the moment. ZIMRA has provision for pre-clearance before arrival, but other agencies clear on arrival.
E. Roles	Public Private Collaboration	Min Health primary role. Dep'ts include Port Health, Government Analyst Lab, Environmental Health, Local Health authorities, Food Standards Advisory Board. Dep't Vet services regulates animal health issues. ZIMRA at borders. Primary role for ensuring product safety. 4 reps on FSAB. Also on Livestock and Meat Advisory Council. Good between border agencies. Food Standards Advisory Board is multistakeholder. SPS committee, plus 4 sub-committees include private sector.
F. Challenges	Legislation Information Personnel Facilities Running costs Systems	Clients unaware of SPS requirements, esp. small traders. Lack of communication equipment to/from borders. Too few border staff. Insufficient. Eg frozen foods can't be inspected as no storage facilities or labs. Obsolete equipment. No transport for inspections, surveillance, training.

Egypt

Item	Information	
A. Trade	Fish imports Beef imports Milk imports Fish exports Beef exports Milk exports	
B. SPS Measures	International standards National standards Regulatory framework Procedures	ISPMs Ag Act 53 of 1966 and amendments. Ministerial decree 3007 (2001) updated PQ framework to conform to ISPMs. Complete/partial prohibition of some products/commodities. Preclearance inspection by Egyptian inspectors at origin. Inspection on arrival (consignments, parcels, travellers). Treatment, re-export, destruction as necessary. Post entry quarantine (eg for germplasm). Export certification.
C. Detections & rejections	Reasons (imports) Reasons (exports)	Detection of quarantine pests Don't meet importing country's requirements
D. Documentation	Required Advance	Import permit; phytosanitary certificate.
E. Roles	Public Private Collaboration	
F. Challenges	Legislation Information Personnel Facilities Running costs Systems	Non-transparency of countries of origin. Awareness of producers. For surveillance, diagnostic activities, control, eradication programmes

Sudan

Item	Information
A. Trade	<p>Fish imports</p> <p>Beef imports</p> <p>Milk imports</p> <p>Maize imports</p> <p>Fish exports</p> <p>Beef exports</p> <p>Milk exports</p> <p>Maize exports</p> <p>All food (excl. wheat) \$127m from COMESA (mainly from Egypt). Some informal maize from Ethiopia.</p> <p>66,000 head cattle cross border. \$51m live animals to COMESA (mainly camels to Egypt). \$15m meat, all to Egypt. Total livestock exports \$400m</p> <p>58,000t cereals cross border.</p>
B. SPS Measures	<p>International standards</p> <p>National standards</p> <p>Regulatory framework</p> <p>Procedures</p> <p>12 for red meat; specs for facilities and products; assessment procedures. 10 on milk, products, testing. 2 on maize, grain and flour specs.</p> <p>14 Acts incl. animal production, trade, health; food control; inputs control. Food control system under several ministries; health, agriculture, animal resources/fisheries, industry. Cross border trade banned in 2009.</p> <p>Control along livestock routes; systematic vaccination; 2-week quarantine pre-slaughter. Procedures for slaughter, inspections, handling of carcasses.</p>
C. Detections & rejections	<p>Reasons (imports)</p> <p>Reasons (exports)</p> <p>Meat to Egypt rejected due to microbe contamination, failure to chill at abattoirs, incorrect packing & labelling, but measures considered stricter than necessary/</p>
D. Documentation	<p>Required</p> <p>Advance</p> <p>Import permits. Standards and Metrology Organisation (SSMO) requirements. Certificate of origin. Phytosanitary/animal health certificates from CA in exporting country certified by Sudan embassy.</p> <p>Customs cannot clear consignment unless relevant institution/department has given prior authorisation.</p>
E. Roles	<p>Public</p> <p>Private</p> <p>Collaboration</p> <p>Min Health. Min Ag. Min Animal Res & Fisheries. Min Industry. Customs, PQ, SSMO officers at all boarder points. Ministries formulate policies, implement and enforce regulations, sensitise stakeholders, coordinate actors.</p> <p>Pastoralists, traders, exporters produce, market & export. Most abattoirs are private. All have reporting and compliance obligations.</p> <p>Sudanese Businessmen Association consulted in trade policy formulation.</p>
F. Challenges	<p>Legislation</p> <p>Information</p> <p>Personnel</p> <p>Facilities</p> <p>Running costs</p> <p>Systems</p> <p>Importation requirements cumbersome</p>

Malawi

Item	Information	
A. Trade	Maize imports Maize exports	350,000t. Mainly grain to Somalia, Kenya, Ethiopia, S Africa.
B. SPS Measures	International standards National standards Regulatory framework Procedures	MBS makes standards. Plant Protection Act. Inspections, disinfestation of consignments. Re-export, destruction. Export certification. Pre-shipment testing and lab testing. Premises inspection (animals, animal products). Licensing of premises, operators.
C. Detections & rejections	Reasons (imports) Reasons (exports)	Infested/infected consignments or lack of proper documentation. Infested/infected consignments or lack of proper documentation.
D. Documentation	Required Advance	Phytosanitary certificates. Originally only from research stations, now at border posts. Export veterinary health certificates. Importers of designated products must register with MBS IQMS. Following inspection at border, letter issued to MRA indicating compliance/non-compliance for clearance purposes. MBS requires commercial invoices and certificates of analysis. Import Quality Certificate valid for 1 year is issued after 4 consecutive consignments that comply. Pre-shipment samples required.
E. Roles	Public Private Collaboration	Dept Ag Res Services, MoA responsible for phytosanitary issues. Dep't Animal Health & Livestock Dev't for animal health. MBS responsible for all food safety issues. Has Imports Quality Monitoring Scheme (IQMS) and a voluntary Export Quality Certification Scheme (EQCS) Joint border committees at Songwe and Mwanza (Min of Trade and other agencies)
F. Challenges	Legislation Information Personnel Facilities Running costs Systems	Lack of awareness amongst local importers/exporters Too few staff in regulators Inadequate labs and equipment, including at borders. Labs not accredited.

Kenya

Item	Information	
A. Trade	Fish imports	\$5.9m (COMESA)
	Beef imports	
	Milk imports	\$16.2m (COMESA)
	Maize imports	\$97m
	Fish exports	\$1.3m (COMESA)
	Beef exports	Meat: \$4.3m (COMESA)
	Milk exports	\$9.8m (COMESA)
B. SPS Measures	International standards	OIE, CAC
	National standards	Milk & milk products; 112 standards (EAS, ISO). Meat & poultry products; 18 standards (CAC, EAS, ISO). Fish & fish products; 12 standards (CODEX, ISO).
	Regulatory framework	Food safety acts: Food, drugs, chemical substances; public health; Dairy. Animal health acts: Animal diseases; meat control; fertilisers & animal foodstuffs; dairy industry
	Procedures	DVS Import procedures: Application, risk analysis, requirements, inspection and release (or otherwise). Kenya Dairy Board import procedures: Application, approval (also by DVS), inspection, random market checks. DVS export procedures: import permit from destination, implements requirements, certification, document check and inspection at port. Food Safety: licensing of premises, inspection & analysis; export health certification
C. Detections & rejections	Reasons (imports)	Absence of documents. Evidence of morbidity, spoilage, contamination. Prohibited commodities/products/origins.
	Reasons (exports)	UHT Milk (Zambia) valid procedures not used
D. Documentation	Required	Import/export permits, certificates. Lab test results. Live animal permits. Int. vet certificate (+supporting docs).
	Advance	Shipping manifest or airway bill sent in advance to customs (others have access)
E. Roles	Public	Customs in charge of all goods including animals. Apply veterinary regulations with vets at borders. DVS approves establishments, enforcement, behind-border controls, certification, advises customs on release/rejection. Port public health office: food regulation, harbour & airport hygiene.
	Private	Production, transportation, marketing, trade, processing, and associated SPS measures.
	Collaboration	Requires improvement. Some food commodities have more than one regulator.
F. Challenges	Legislation	
	Information	Need market entry requirements for COMESA countries.
	Personnel	
	Facilities	Weak lab capacity; DVS labs do not have Quality Assurance System (QAS).
	Running costs	

	Systems	Unstructured surveillance. Public health not covering fish, milk, honey, eggs. No comprehensive residue testing programme for animal commodities. No traceability.
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Zambia

Item	Information	
A. Trade	Maize imports	42,000t (2010). \$2.1m
	Maize exports	Grain, bran, flour (2010). 239,000t. \$59.7m
B. SPS Measures	International standards	ISPMs
	National standards	Maize grain specification
	Regulatory framework	Plant pests and diseases act. Phytosanitary regulations.
	Procedures	Inspection/verification at import points. Testing for GMOs.
C. Detections & rejections	Reasons (imports)	Non-compliance with phytosanitary requirements or ISPMs
	Reasons (exports)	
D. Documentation	Required	Plant import permit; import/export permits; phytosanitary certificate
	Advance	None
E. Roles	Public	Plant Quarantine and Phytosanitary Service enforces regulations and ISPMs
	Private Collaboration	Reporting and facilitating inspection of consignments
F. Challenges	Legislation	Fragmented legislation
	Information	Inadequate awareness of VC actors of food safety and quality issues. Insufficient reference materials for regulators.
	Personnel	Insufficient in areas of GAP, GLP, SPS, MRLs etc
	Facilities	
	Running costs	
	Systems	Weak food import and export certification system

Annex 3. Workshop PowerPoint Presentations



Summary of Country Reports
COMESA SPS & Trade Facilitation Workshop
21-23 May 2013, Nairobi
Roger Day, CABI, Nairobi
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Country Reports

Countries requested for information

- Egypt, Kenya, Sudan, Uganda : Milk, Fish, Beef
- Malawi, Zambia, Zimbabwe : Maize

Information requested summarised in 6 areas:

- A. Trade data
- B. SPS measures
- C. Detections & rejections
- D. Documentation
- E. Roles
- F. Challenges

A. Trade within COMESA

Formal trade

- Not all countries have data
- COMStat (2011)
 - Beef \$5m
 - Milk \$47m
 - Fish \$17m
 - Maize \$226m

Informal/illicit cross-border trade

- Noted as significant (eg Fish from Uganda)

B. SPS Measures

Regulatory frameworks

- Legislation not always up to date
- Food safety system often fragmented
- CA generally defined

Standards

- National standards based on international, regional standards

Procedures

- Certification, inspections of consignments & facilities, designation of places etc, quarantine, disinfestation/destruction

C. Detections & Rejections

Reasons

- Incorrect, improper, inadequate documentation
- Detection of unwanted organisms
- Unfit for consumption

Details

- Few specific examples, no data on frequency
- Sudan: Meat to Egypt
- Kenya: Milk to Zambia

Detections/rejections not necessarily the best indicator of SPS-related trade constraints

D. Documentation

Required

- Often many different documents required (SPS and others)
- Different agencies involved

Advance documentation

- In a few cases
- Not clear how much time is saved

E. Roles

Public sector

- Statutory regulatory roles
- Sometimes limited to document inspection

Private sector

- Implementing measures along value chain
- Good practice codes

Collaboration

- Some collaboration between public sector agencies
 - ZIMRA implements border controls for other agencies
- Some public-private collaboration eg in standard setting, SPS committees/sub-committees

F. Challenges

- **Legislation.** Out of date, incoherent
 - **Information.** Awareness amongst various actors. Information needed by regulators
 - **Personnel.** Too few, inadequate training
 - **Facilities.** Laboratory facilities, equipment
 - **Operational costs.** Transport for inspectors
 - **Systems.** Fragmented within sector (eg food). Poor interagency coordination. Traceability systems. Cumbersome admin systems.
-
- Mainly a regulator's rather than a trader's view

SPS Constraints to Trade

A. Measures technically unjustified

- Protectionism
- Insufficient data/information

B. Measures technically justified

- Exporter can't meet technical requirements
 - eg when disease present in exporter, not in importer
- Operational constraints (cost, speed)
 - eg Testing, certification (SPS measures)
- Which constraints apply to which trade routes and which commodities?
- Different types of intervention needed for each

Thank You



Defining the Scope of a Project

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The Story So Far

We have heard about and discussed.....

- Various SPS/TBT-related and other constraints and hindrances to trade (intra-COMESA)
- Some examples of where investment in addressing the hindrances has delivered returns
- The green-pass certification scheme and its relationship to international agreements
 - A possible solution to problems; a possible problem
- Harmonisation – benefits, possible risks, alternatives
- The importance of small scale traders
- ...

The Story So Far

We are generally agreed on.....

- The benefits of increased intra-regional trade
- Standards, harmonisation, certification (GP) are means to an end, not the end in themselves
- There are many constraints to intra-regional trade
- SPS/TBT-related issues are significant, but not the only constraints
- The value of investing in trade facilitation
- The desirability of bringing illicit (?informal) trade into the formal sector
- ...

The Story So Far

We have an opportunity to...

- Develop an intervention to help address some aspects of trade facilitation
- Submit a proposal for financial assistance (partial)
- Use such an intervention to pilot some specific activities

So we need to agree some aspects of the overall scope

Defining the Scope

- We can't address all constraints to trade
 - *Focus on SPS/TBT issues*
- We can't address all commodities for all COMESA countries
 - *Focus on a few commodities, countries/trade flows*

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Three Questions:

1. Focus on SPS/TBT?
2. Which commodities and why?
 - Beef, milk, fish, maize, others?
3. Which countries for which commodities?
 - 7 countries here. Trading partners/groups?

Low hanging fruits are where trade is already occurring...

For your country:

- For the commodities we've discussed (including "others")
- Please identify
 - Which ones you already import from COMESA
 - From which countries
 - The imports you would be willing to include in a project, in order to:
 - Demonstrate successes
 - Identify opportunities for further improvement



Developing the Project

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Project Description	Indicators	Source of Verification	Assumptions
Overall objective: The broad development impact to which the project contributes – at a national or sectoral level (provides the link to the policy and/or sector programme context)	Measures the extent to which a contribution to the overall objective has been made. Used during evaluation. However, it is often not appropriate for the project itself to try and collect this information.	Sources of information and methods used to collect and report it (including who and when/how frequently).	
Purpose: The development outcome at the end of the project – more specifically the expected benefits to the target group(s)	Helps answer the question 'How will we know if the purpose has been achieved'? Should include appropriate details of quantity, quality and time.	Sources of information and methods used to collect and report it (including who and when/how frequently)	Assumptions (factors outside project management's control) that may impact on the purpose-objective linkage
Results: The direct/tangible results (good and services) that the project delivers, and which are largely under project management's control	Helps answer the question 'How will we know if the results have been delivered'? Should include appropriate details of quantity, quality and time.	Sources of information and methods used to collect and report it (including who and when/how frequently)	Assumptions (factors outside project management's control) that may impact on the result-purpose linkage
Activities: The tasks (work programme) that need to be carried out to deliver the planned results <i>(optional within the matrix itself)</i>	<i>(sometimes a summary of resources/means is provided in this box)</i>	<i>(sometimes a summary of costs/budget is provided in this box)</i>	Assumptions (factors outside project management's control) that may impact on the activity-result linkage

The Logical Framework Approach

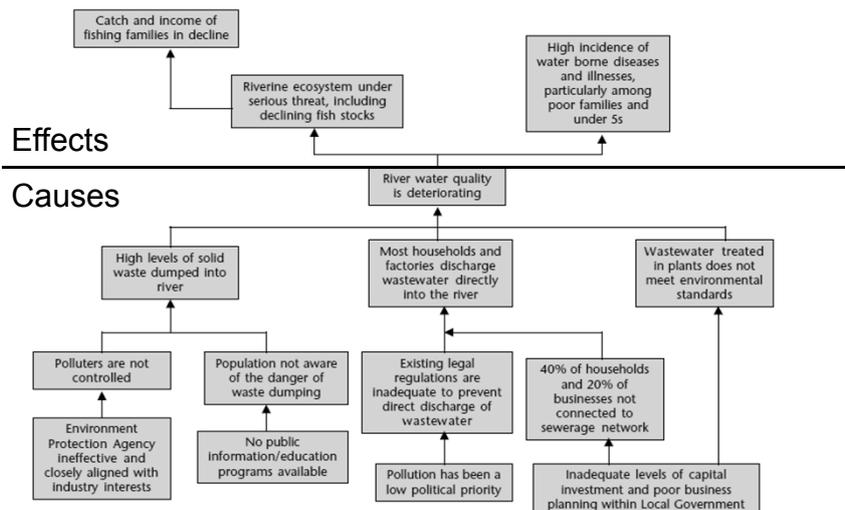
ANALYSIS PHASE

- ↓ **Stakeholder analysis** - identifying & characterising potential major stakeholders; assessing their capacity
- ↓ **Problem analysis** - identifying key problems, constraints & opportunities; determining cause & effect relationships
- ↓ **Objective analysis** - developing solutions from the identified problems; identifying means to end relationships
- ↓ **Strategy analysis** - identifying different strategies to achieve solutions; selecting most appropriate strategy.

PLANNING PHASE

- ↓ **Developing Logical Framework matrix** - defining project structure, testing its internal logic & risks, formulating measurable indicators of success
- ↓ **Activity scheduling** - determining the sequence and dependency of activities; estimating their duration, and assigning responsibility
- ↓ **Resource scheduling** - from the activity schedule, developing input schedules and a budget

Problem analysis – river pollution



How to Establish a Problem Tree

Creating a problem tree should ideally be undertaken as a participatory group event. It requires the use of individual pieces of paper or cards on which to write individual problem statements, which can then be sorted into cause and effect relationships on a visual display.

Step 1: The aim of the first step is to openly brainstorm problems which stakeholders consider to be a priority. This first step can either be completely open (no pre-conceived notions as to what stakeholder's priority concerns/problems might be), or more directed, through specifying a 'known' high order problem or objective (e.g. improved river water quality) based on preliminary analysis of existing information and initial stakeholder consultations.

Step 2: From the problems identified through the brainstorming exercise, select an individual starter problem.

Step 3: Look for related problems to the starter problem

Step 4: Begin to establish a hierarchy of cause and effects:

- Problems which are directly causing the starter problem are put below
- Problems which are direct effects of the starter problem are put above

Step 5: All other problems are then sorted in the same way – the guiding question being 'What causes that?' If there are two or more causes combining to produce an effect, place them at the same level in the diagram.

Step 6: Connect the problems with cause-effect arrows – clearly showing key links

Step 7: Review the diagram and verify its validity and completeness. Ask yourself/the group – 'are there important problems that have not been mentioned yet?' If so, specify the problems and include them at an appropriate place in the diagram.

Step 8: Copy the diagram onto a sheet of paper to keep as a record, and distribute (as appropriate) for further comment/information

Developing the Problem Tree

- Starter/core problem: something to do with SPS/TBT constraints to trade?
- Many other problems already mentioned
 - Slow administrative procedures
 - Particular biotic threats
 - Etc
- Some effects mentioned
 - High transaction costs of trade
 - Small traders “disincentivised”
 - Etc
- Groups develop problem trees for selected focus areas
- Try to redefine problems that are “lack of” a solution!

The Logical Framework Approach

ANALYSIS PHASE

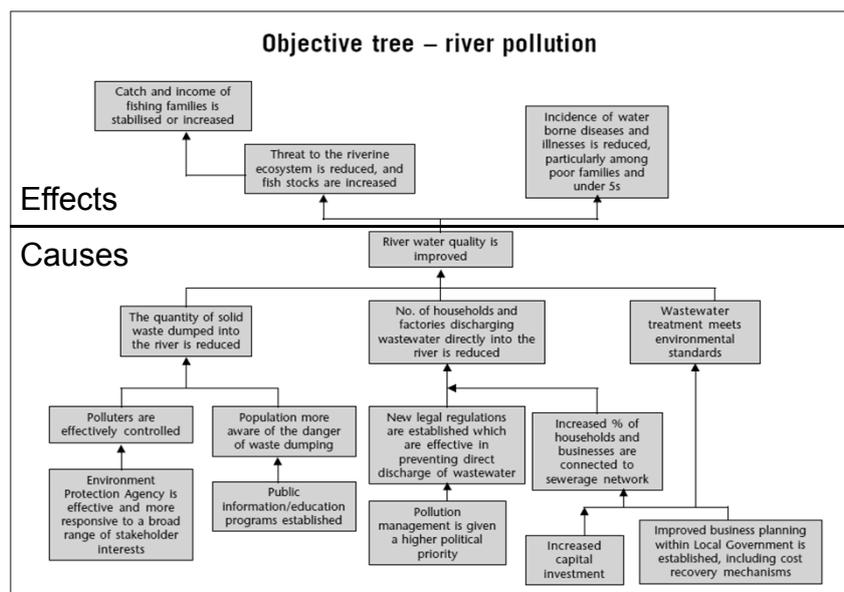
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Objectives Analysis

- Step 1:** Reformulate all negative situations of the problems analysis into positive situations that are:
- desirable
 - realistically achievable
- Step 2:** Check the means-ends relationships to ensure validity and completeness of the hierarchy (cause-effect relationships are turned into means-ends linkages)
- Step 3:** If necessary:
- revise statements
 - add new objectives if these seem to be relevant and necessary to achieve the objective at the next higher level
 - delete objectives which do not seem suitable or necessary



The Logical Framework Approach

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Building the Logframe

Overall objective

- Leave for now. Will be derived from COMESA strategies

Purpose

- Probably the core objective. Check and refine.

Results

- Derived from main sub-objectives in objectives tree
- Necessary and sufficient to achieve the purpose

Activities

- A group of activities for each result
- Necessary and sufficient to achieve result

Be realistic!

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Indicators

- Indicators of achievement
 - “Objectively verifiable”
 - Terminology
 - Indicator = unit of measurement
 - Target (quantity, quality, time)
 - Baseline
 - Milestones
- } Indicator
- Source of verification: Where the information on the indicators (and how they change) will come from

Indicators

Project description	Indicator	Source of Verification
Purpose Improved quality of river water	<p>The Indicator: Concentration of heavy metal compounds (Pb, Cd, Hg) and untreated sewerage</p> <p>The Quantity: Is reduced by 25% compared to levels in 2003</p> <p>The Quality: And meets established national health/pollution control standards</p> <p>The Time: By end of 2006</p>	Weekly water quality surveys, jointly conducted by the Environmental Protection Agency and the River Authority, and reported monthly to the Local Government Minister for Environment (Chair of Project Steering Committee).

Indicators

- Develop Indicators for:
 - Purpose
 - Results
- Don't need to be totally comprehensive
- Focus first on unit of measurement
- Add a target, if you have a baseline (if so, what is it?)
 - If no baseline, how can we get one (add activities)?
- Source of verification
 - Information that will be available anyway
 - Information we need to collect (add activities?)

Group Work 2

- Same groups. Try and do one commodity completely
- Objectives analysis
- Strategy analysis
- Logframe: Purpose, Results, Activities
- Logframe: Indicators for Purpose, Results
 - Collecting baselines, M&E data
- Meet again at 2pm to present



Next Steps

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Next steps

- Continue developing the “initiative”
 - Increasing intra-regional trade by addressing SPS/TBT-related constraints
 - Reducing procedural obstacles
 - Removing unjustified/unnecessary measures
 - Increasing capacity to implement justifiable/necessary measures

Next steps

- Promoting the “initiative”
 - Within our own organisations
 - With stakeholders, partners
 - Looking for ways to make things happen
 - Ideas, interest, influence, investment...
- Develop a one page description/flyer?

Next steps

- Develop proposal and submit to STDF
 - For consideration at next STDF working group
 - 19 July 2013 deadline
 - Write proposal
 - Rationale, Project Description, Implementation
 - Budget
 - STDF max \$1m
 - Some co-funding required; more is highly desirable.



Next Steps

Action	Who	By When
Complete group work	WS part's	Today?!
Nominate country contact points CCPs	WS part's	Today
Circulate PPTs, complete and distribute WS report	COMESA	ASAP
Develop 1 page flyer/summary of "initiative", distribute to WS participants	COMESA, Roger	4 Jun
Engage and seek inputs from stakeholders (public & private sector)	CCPs	Start ASAP
Send background info to Roger	CCPs, WS part's	31 May



Background Info

1. Data on the appropriate commodity
 - Current trade esp. amongst 7 countries here
 - SPS/TBT detections/rejections; costs of trade
2. Relevant strategies, plans
 - CAADP investment plans, agric/export policies and strategies, SPS strategy
3. Related projects (past, ongoing, planned)
4. Possible project participants
 - Public and private sector



Next Steps

Action	Who	By When
Write logframe and project description; circulate to CCPs, WS participants	COMESA, Roger	31 May
Send comments on project description to COMESA	CCPs, WS part's	7 Jun
Write and circulate draft proposal to CCPs, WS participants	COMESA, Roger	14 Jun
Send comments on proposal to COMESA	CCPs, WS part's	21 Jun
Present proposal to Directors, PS, Minister	CCPs	21 Jun



Next Steps

Action	Who	By When
Secure letters of support for proposal to STDF	COMESA, CCPs	12 Jul
Finalise proposal for STDF	COMESA, Roger	12 Jul
Submit proposal to STDF	COMESA	19 Jul
Look for opportunities to link with related programmes	All	Start ASAP
Look for financing opportunities (gov't, private sector, funders)	All	Start ASAP



Thanks for your active participation
and future collaboration

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Annex 4: Documents Reviewed

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More Trade, Safer Trade

Regional trade in food can help Africa attain food security. But consignments crossing borders can be subject to time consuming inspections and lengthy administrative procedures, adding to the costs of doing business.



What's the problem?

When it comes to trade, countries in Eastern and Southern Africa have some of the most difficult borders to cross anywhere in the world - if you abide by the rules. This encourages illicit cross border trade making it impossible for the authorities to do the necessary checks that ensure that traded food is of good quality and safe. Several COMESA countries have already set up One Stop Border Posts (OSBPs), to speed up customs procedures, but the quality and safety checks still need to be done.

The plan

With start-up funding from the Standards and Trade Development Facility (STDF), COMESA is developing an initiative to pilot ways of reducing the costs to traders of following the rules on quality and safety. The rules are those that can be laid down under the World Trade Organisation agreements on Sanitary and Phytosanitary (SPS) measures, and Technical Barriers to Trade (TBT), which get called non-tariff measures (NTMs). NTMs inevitably hinder trade, so if countries want to encourage trade for food security and economic growth, they need to find ways of keeping that hindrance to a minimum, while not compromising



on quality and safety. In doing so, the needs of small scale traders need to be taken into account along with those of the larger businesses.

Much work is already in progress to establish one-stop border posts and integrated border management, and to reduce the impacts of NTMs. The plan for this initiative is to ensure that SPS and TBTs are given adequate attention in all these activities.

Get involved

Seven COMESA countries will pilot activities: Egypt, Kenya, Malawi, Sudan, Uganda, Zambia, Zimbabwe. If you are a trader, regulator or policy maker in one of those countries, your views and involvement are important. Please get in touch with your national SPS or TBT focal point, or contact the COMESA Secretariat.

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